



## Certified Recommendation of the City of Raleigh Planning Commission

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**SUBJECT:** CP-4-16 / Amendments to the 2030 Comprehensive Plan to reflect Southern Gateway Corridor Study Recommendations

**REQUEST:** The proposed changes would amend Comprehensive Plan maps Raleigh Street Plan (Map T-1) and Area Plan Locations (Map AP-1), and include a new area plan section into the 2030 Comprehensive Plan.

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**RECOMMENDATION:** The Planning Commission recommends approval of all proposed CP-4-16 Comprehensive Plan Amendments including the removal of the proposed McCauley Street southern extension to Keeter Center Drive from the proposed Streets Plan.

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### FINDINGS AND

- REASONS:**
1. The proposed Comprehensive Plan Amendments reflect the recommendations contained within the Southern Gateway Corridor Study report that lays the community's vision and framework to guide future improvements and redevelopment opportunities within the project area.
  2. The proposed amendments support the goals of the Southern Gateway corridor study and serve the larger public interest by improving connections between neighborhoods, enhancing pedestrian walkability, increasing bicycle and greenway networks, improving transportation and transit connections within and to the area, and supporting economic and redevelopment opportunities in the area.
  3. The proposed amendments improve mobility options, enhance overall connectivity, eliminate gaps in the street system, and provide higher street network density that will increase accessibility to nearby land uses, to transit, and to Downtown.
  4. The proposed amendments are consistent with several Comprehensive Plan policies and area plan policies that support transportation and transit improvements, pedestrian and bicycle enhancements, greenway connections, and mixed uses at nodes.
  5. The proposed transit oriented corridor along Wilmington Street aligns with the Wake County Transit Plan and helps promote the city's goal of enhancing transit alternatives to the automobile.
  6. The proposed removal of the McCauley Street southern extension to Keeter Center Drive from the Streets Plan supports the recent partnership efforts between the City and Wake County to expand and consolidate services for the homeless on the County's current facility site located on Wilmington Street.

The attached document represents the recommended revisions as a result of Planning Commission deliberations and discussion.

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**To PC:** 1/10/17  
**Case History:** COW 1/3/17 Recommended approval of the study and associated Comprehensive Plan amendments with additional comments to City Council.

**To CC:** 1/17/17

**City Council Status:**

**Staff Coordinator:** Dhanya P. Sandeep, AICP: [dhanya.sandeep@raleighnc.gov](mailto:dhanya.sandeep@raleighnc.gov); (919) 996-2659

**Motion:** Schuster  
**Second:** Alcine  
**In Favor:** Alciine, Braun, Hicks, Jeffreys, Lyle, Schuster, Swink, Terando and Tomasulo  
**Opposed:**

**Excused:**

This document is a true and accurate statement of the findings and recommendations of the Planning Commission.

**Signatures:**

_____	_____	_____	<u>1/10/17</u>
(Planning Director)	Date	(Planning Commission Chair)	Date



To: The Planning Commission Chair and Members

From: Dhanya P. Sandeep, AICP, Senior Urban Designer

CC: Ken Bowers, AICP, Director of City Planning  
Travis Crane, Assistant Planning Director  
Roberta Fox, AIA, ASLA, Assistant Planning Director, Design and Planning  
Eric Lamb, Transportation Planning Manager, OTP  
Jason Myers, Senior Planner, OTP  
Ruffin Hall, City Manager  
Jim Hartmann, County Manager

Date: January 6, 2017

Re: Southern Gateway Corridor Plan and associated amendments CP-4-16

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At the January 3, 2017 Planning Commission's Committee of the Whole meeting, the Committee voted approval of the Southern Gateway Corridor Study and its associated amendments packaged as CP-4-16. As the full Commission gets ready for a final approval on these items, staff would like to request the following amendment to the proposed CP-4-16 package:

#### **Request**

In the proposed CP-4A-16 Streets Plan amendments section focused on the Cargill Focus Area:

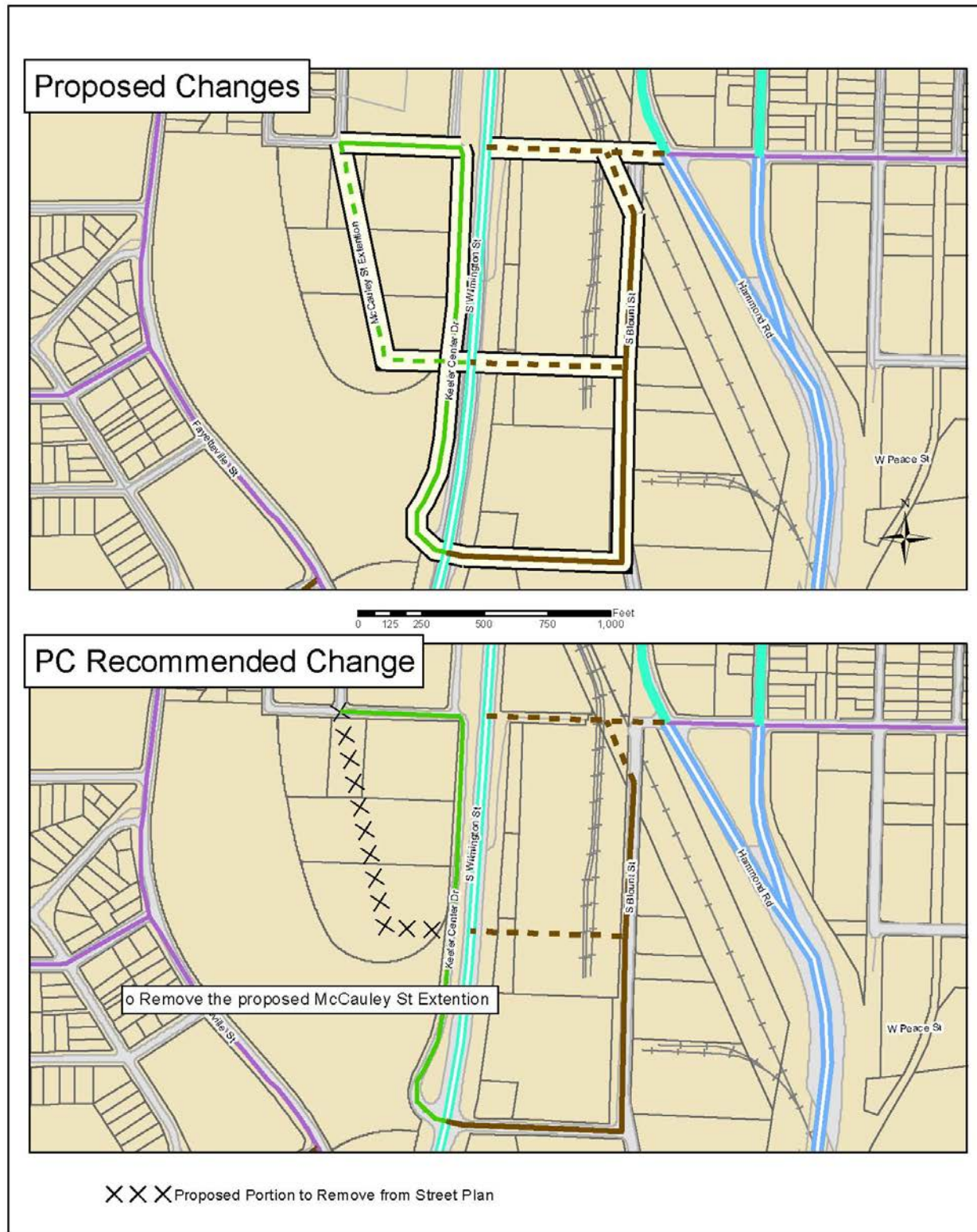
- Staff requests to remove the proposed extension of McCauley Street from its southern terminus to Keeter Center Drive and its proposed Neighborhood Street designation. See attached map.

#### **Rationale for the proposed request**

The report and associated amendments are the outcome of a year and a half long planning and public engagement process that kicked off in Spring of 2015. The Cargill development site is the most long-term proposal of all the four focus areas identified in the plan as the vision is built on the scenario of relocating several active private uses. Over the course of the plan development, it was acknowledged that key city and county service operations are currently located to the west of the Cargill focus area including the County's homeless shelter. Since the release of the final report, the property entitlements and plans for this block to the west of S. Wilmington have changed. At the December 5<sup>th</sup> City Council meeting, City Council unanimously supported the Wake County plans for the expansion and consolidation of services provided by the Oak City Outreach Center to its site on 1430 S. Wilmington Street. With this resolution taken, Wake County Manager has contacted City staff requesting to remove any proposed street amendments impacting their future planning efforts in this block. Staff has evaluated the request and concurs that the removal of the proposed McCauley Street extension in the Streets plan would be appropriate at this time, as the likelihood of this block redeveloping in the near future for other alternate uses envisioned by the study seems unlikely. However, the study report envisions long-term redevelopment opportunities for this focus area, and hence the proposed street networks would remain applicable to any future redevelopment of the block. Should relocation or redevelopment opportunities open up in the future, the proposed vision of street connectivity should be implemented.

#### **Recommendation**

That Planning Commission reviews the Southern Gateway Comprehensive Plan amendments CP-4-16 package by integrating the proposed amendment.





## Office of the County Manager

P.O. Box 550 • Raleigh, North Carolina 27602

TEL 919 856 6160  
FAX 919 856 6168

December 21, 2016

Dhanya Sandeep, Urban Planner  
City of Raleigh  
220 Fayetteville Street, Suite 200  
Raleigh, NC 27601

Jason Myers, Transportation Planner  
City of Raleigh  
One Exchange Plaza, Suite 727  
Raleigh, NC 27602

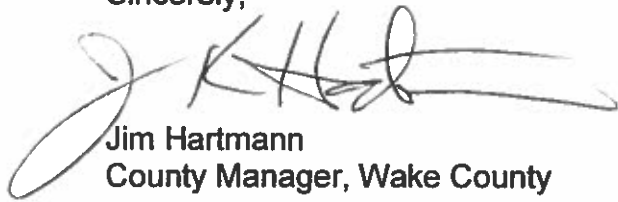
Dear Ms. Sandeep and Mr. Myers:

I am writing in reference to a notification letter sent to Wake County, dated December 13, 2016 regarding a proposed change to the Raleigh Street Plan, a component of the 2030 Comprehensive Plan and referenced as "Case CP-4-16 Southern Gateway Corridor." A copy of this letter is attached.

The proposed changes include extension of McCauley Street southeast then east through existing Wake County property, at 1420 South Wilmington upon which the South Wilmington Street Center, is located, which houses the men's homeless shelter. The street further extends through the adjacent site at 1430 S. Wilmington Street and forms intersections with Keeter Center Drive and South Wilmington Street. You may recall that this is the proposed site for the Oak City Multi-services Center, a project that is a proposed partnership between the City of Raleigh and Wake County. In fact, approval to move forward with site acquisition and partial funding for this project was just approved by City Council on December 5, 2016 and we intend to take this to the Board of Commissioners for final approval on January 17, 2017.

Wake County considers these sites to form a strategic operations center that will serve homeless people, those at risk of homelessness and the surrounding community well into the future. Our preference, therefore, is that the City of Raleigh not proceed with these proposed street extensions, as they would displace and disrupt a significant services center for Wake County and the surrounding area of Raleigh.

Sincerely,

A handwritten signature in black ink, appearing to read 'Jim Hartmann', with a large, stylized initial 'J' and a long horizontal flourish extending to the right.

Jim Hartmann  
County Manager, Wake County

cc: Ruffin Hall, City Manager  
Ken Bowers, Planning Director  
Mark Forestieri, Director, Wake County Facilities Design & Construction

Attachments: Notice of Change in Raleigh Street Plan



*City Of Raleigh*  
*North Carolina*

December 13, 2016

Dear Citizen:

You are receiving this notice because: **Your property is subject to or is located within 100 feet of a proposal to change the Raleigh Street Plan**, a component of the Raleigh 2030 Comprehensive Plan. Changes to the Street Plan Map do not change existing zoning, permitted uses, or development standards for your property, but may have an impact at the time of development in terms of right-of-way dedication, new street connections, and required streetscape installation.

The Planning Commission's Committee of the Whole will consider this Comprehensive Plan Amendment at a public meeting scheduled for **Tuesday, January 3, 2017 at 9:00 AM** in the Council Chamber, Room 201 of the Raleigh Municipal Building, located at 222 West Hargett Street. The meeting will consider the following changes to the Area Plans section: amending Map T-1 Street Typology Map of the City's 2030 Comprehensive Plan, adding a new section for the Southern Gateway Corridor, as well as amending Map AP-1 Area Plan Locations to reflect the recommendations of the Southern Gateway Corridor Study. A recommendation will be forwarded to the City Council.

A map showing the proposed area where the amendments will apply is enclosed. The case pertaining to the subject property is described as follows:

**CP-4-16 – Southern Gateway Corridor**

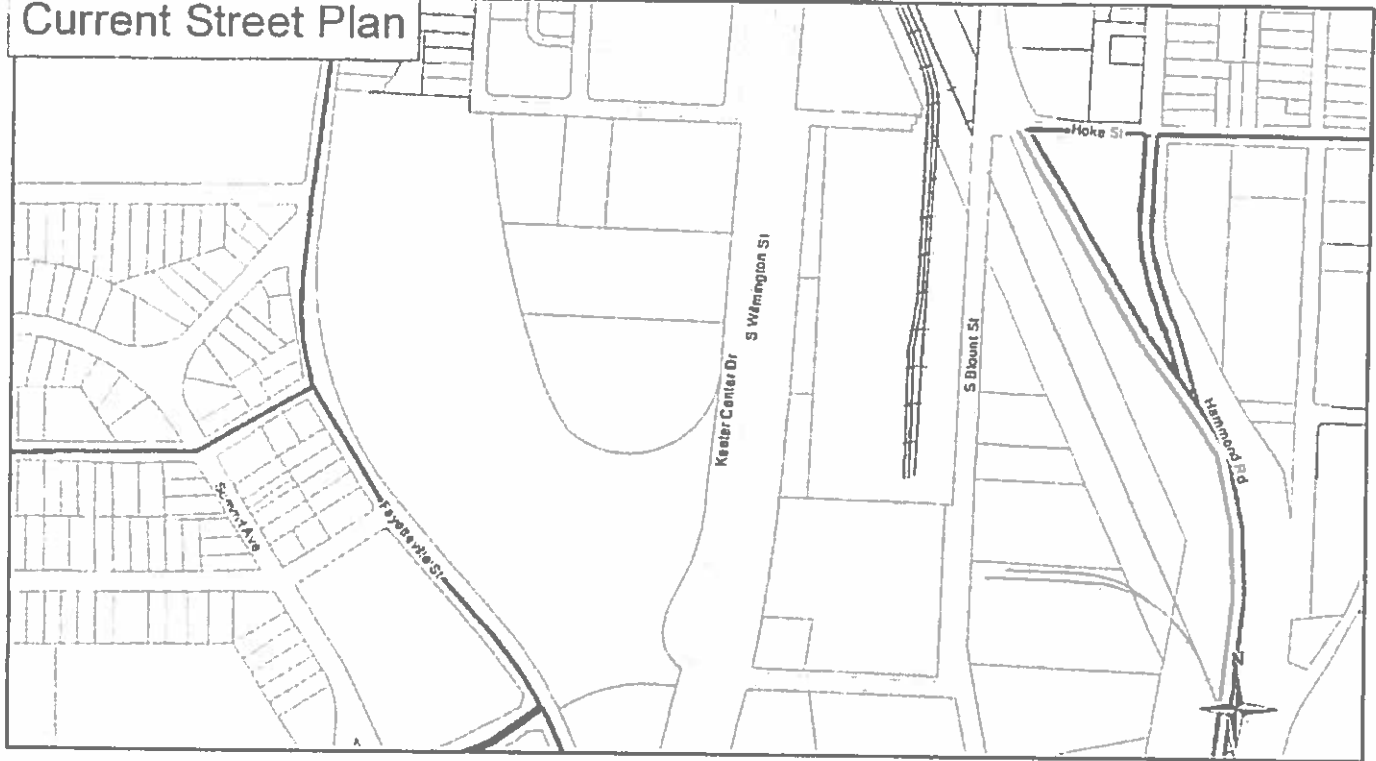
This is a City-initiated amendment to the 2030 Comprehensive Plan to amend the Area Plans section by amending Map T-1 Street Typology Map, adding a new section for the Southern Gateway Corridor, as well as amending Map AP-1 Area Plan Locations to reflect the recommendations of the Southern Gateway Corridor Plan. (Staff contacts: Dhanya Sandeep, [dhanya.sandeep@raleighnc.gov](mailto:dhanya.sandeep@raleighnc.gov), 919-996-2659 and Jason Myers, [jason.myers@raleighnc.gov](mailto:jason.myers@raleighnc.gov), 919-996-2166).

Please forward any questions to the Staff Contact Persons identified above. Detailed information on the status of this request may be found via the City's Web site ([www.raleighnc.gov/development](http://www.raleighnc.gov/development)) under the Comprehensive Plan Amendments section.

Sincerely,

Ken A. Bowers, AICP  
Planning Director

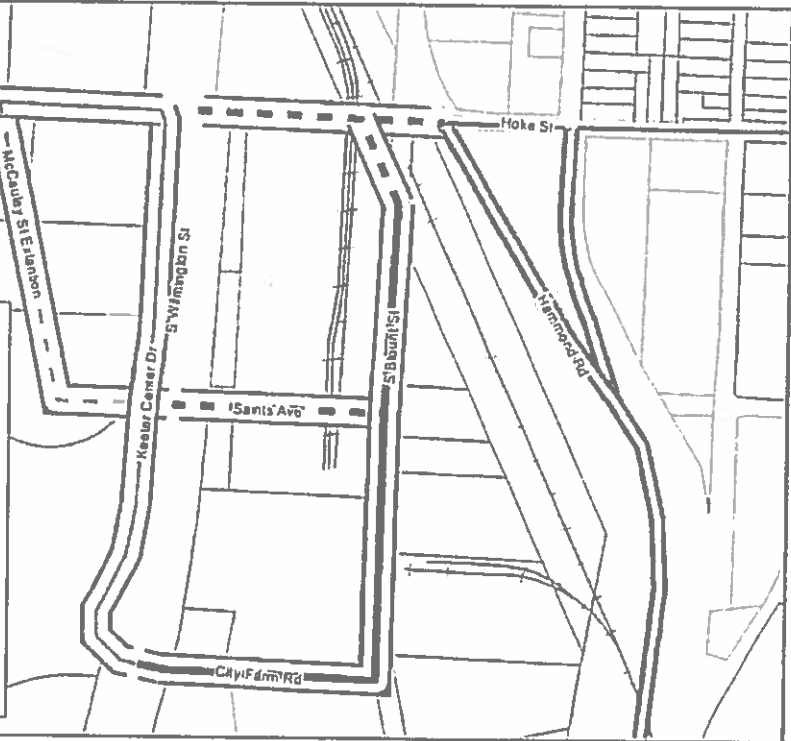
## Current Street Plan



0 125 250 500 750 1,000 Feet

## Proposed Changes

- o Extend McCauley St from its southern terminus to Keeler Center Dr as a proposed Neighborhood Street
- o Create a new section of Saints Ave as a proposed Neighborhood Street, connecting McCauley St Extension to S Wilmington St.
- o Create a new section of Saints Ave as a proposed Industrial Street, connecting S Wilmington St to Blount St
- o Extend Hoke St as an Industrial Street from Blount St to S Wilmington St
- o Designate City Farm Rd and S Blount St south of Hoke St as Industrial Streets
- o Realign a portion of Blount St just south of Hoke St



— Proposed Addition or Alteration of Street Plan; XXX Proposed Portion to Remove from Street Plan





## **Staff Report – CP-4A-16 S.Saunders Street and S.Wilmington Street area between MLK Boulevard, Lake Wheeler, Tryon and Hammond Roads**

### **Comprehensive Plan Amendment**

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## **Street Plan Amendment**

This is a city-initiated amendment to the Street Plan, a document within the Comprehensive Plan. The proposed amendment reflects Street Plan recommendations contained within the Southern Gateway Corridor study report recommendations.

The proposed amendments in Map 1 reconfigure the connection between the historic alignment of S. Saunders Street with the newer alignment of US-70 that continues to Dawson and McDowell streets. Removing the connecting at the existing signalized intersection, the proposed street plan amendment recommends creating two new intersections, one each with proposed extensions of Hammell Dr. and Grissom St. In addition, the historic alignment of S. Saunders St will be realigned to connect to an extension of Fuller St., rather than Prospect Ave, Curfman St is also recommended to be extended from Fuller St. to Hammell Dr. These proposed street plan amendments support the goals of the Southern Gateway Corridor study by improving connections between the portions of the Caraleigh neighborhood on each side of S. Saunders and support a walkable neighborhood through small blocks.

The proposed amendments in Map 2 provide a framework for development along S. Wilmington St. between Walnut Creek and the North Carolina Railroad (NCRR). The proposed amendment includes a new section of Saints Ave. from S. Wilmington St. to S. Blount St. Saints Ave. is recommended to connect to S. Wilmington St. at an at-grade intersection. The proposed amendment includes an extension of Hoke St. from S. Blount St to an at-grade intersection with S. Wilmington St. The crossing of the NCRR is modified in the street plan to cross at Hoke St., rather than S. Blount, providing a more perpendicular crossing. The proposed amendment designates the streets between the NCRR and S. Wilmington as Industrial Streets, keeping with the existing land uses and zoning in the area, but allowing future conversion to Main Street Parallel Parking without rebuilding the curb-to-curb streets. The proposed amendment designates the streets between S. Wilmington St. and Fayetteville St. to be neighborhood streets.

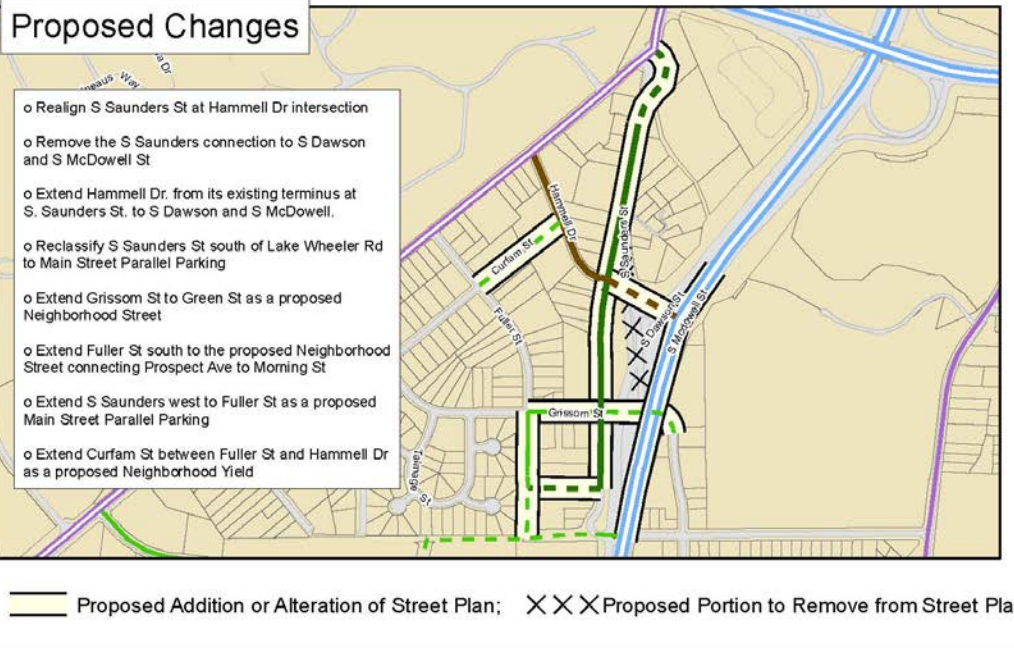
The proposed amendments in Map 3 create an important connect from Carolina Pines Ave. to Illeagnes Rd. The Proposed new street aligns with existing Steel St at the north and a stub of existing right-of-way on the south. The proposed amendments also recommend extending Cherry Cir to connect to this proposed street. The proposed amendments also recommend designating Pecan Rd, between Wilmington and Saunders streets as a 2-Lane undivided Avenue.

The proposed amendments in Map 4 create a new planned street to extended S. Wilmington St. to align with existing Grenelle St. and extending to the southern boundary of Raleigh's Extra-Territorial Jurisdiction (ETJ). The proposed street is designated as a 4-Lane Divided Avenue to accommodate dedicated a transit lane, a general traffic lane, and bicycle facilities in each direction. The proposed amendment also adds an extension of Wyncote St. that connects the neighborhood to the north to S. Wilmington St.

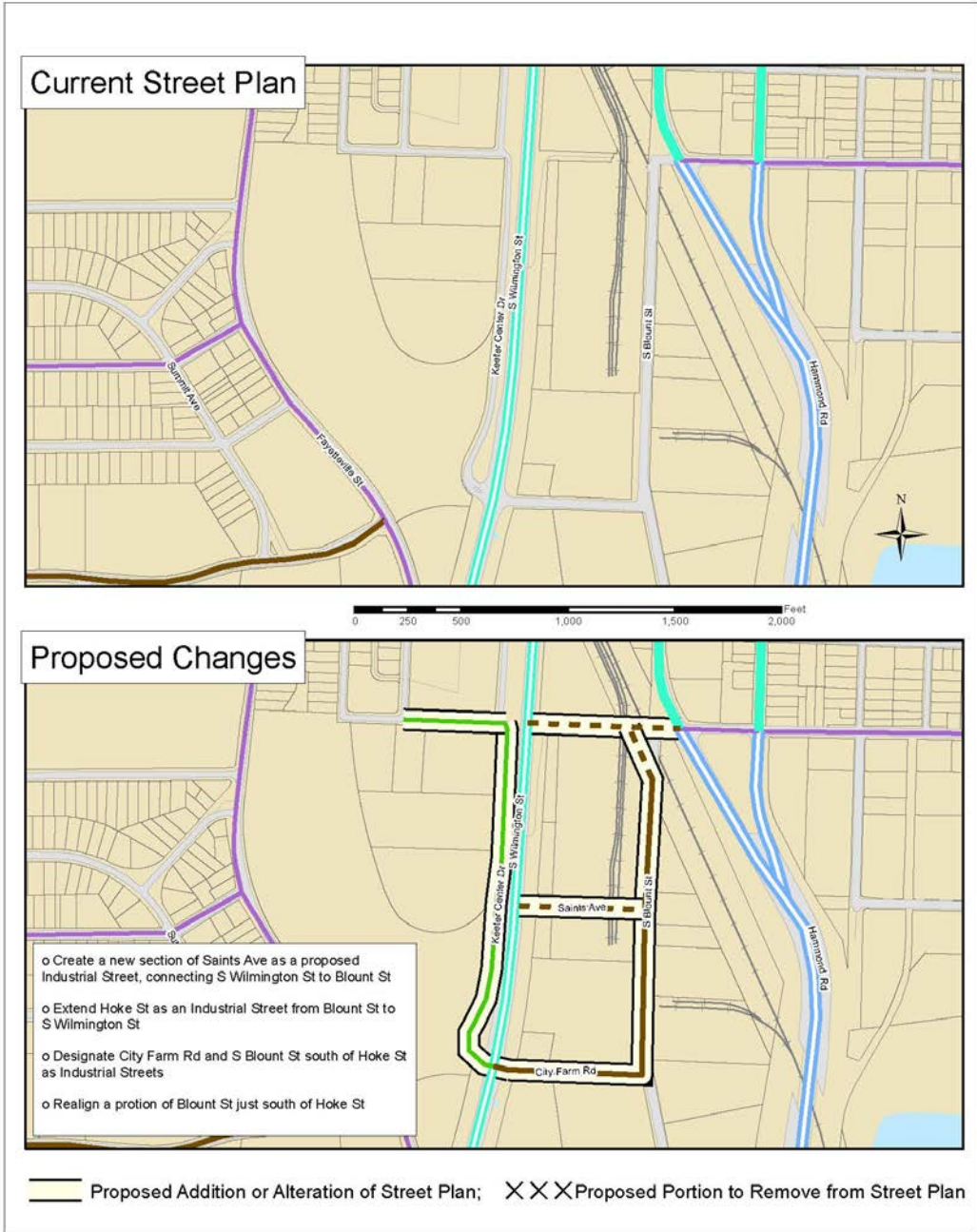
## Current Street Plan



## Proposed Changes



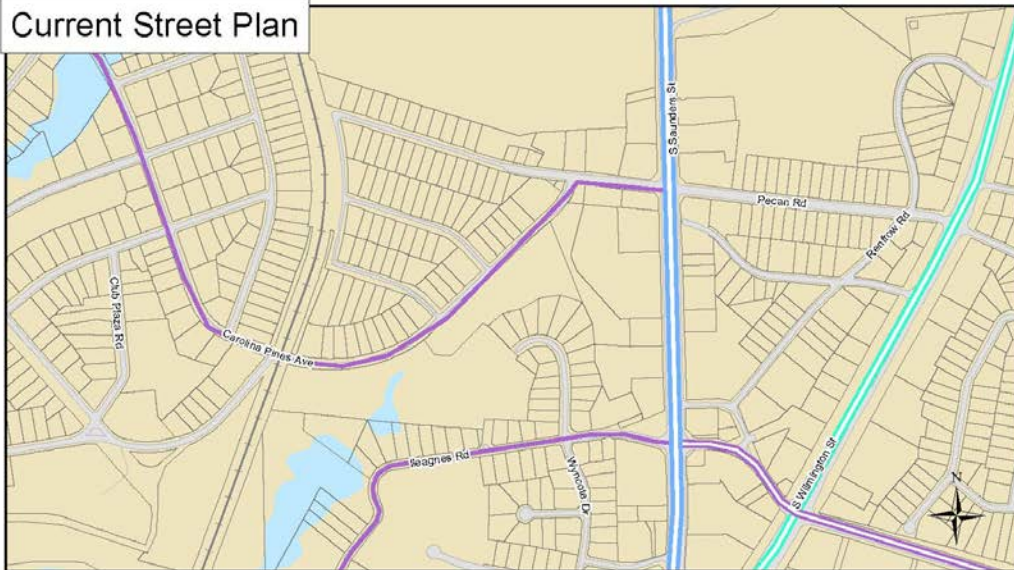
MAP 1



**MAP 2**



### Current Street Plan

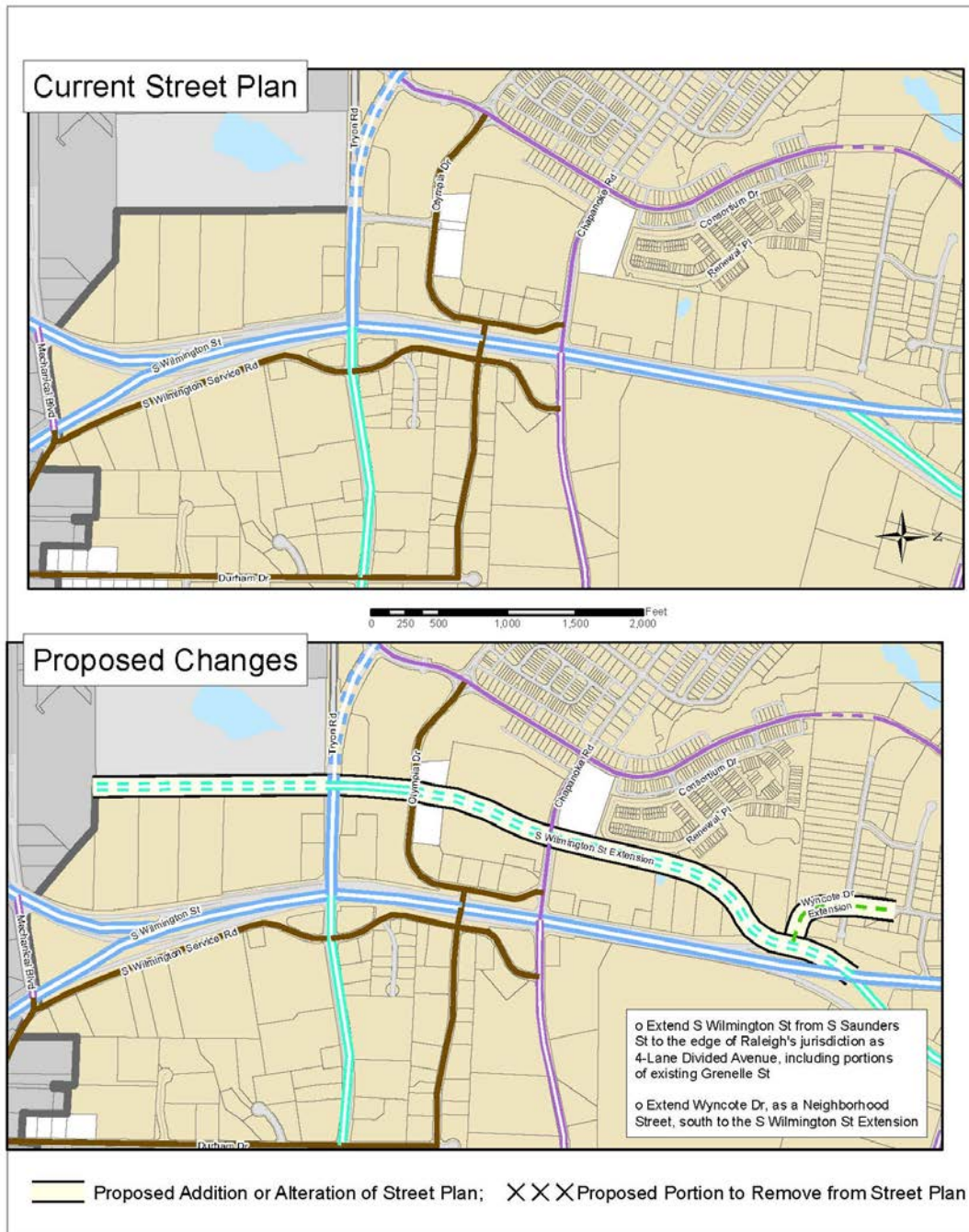


### Proposed Changes



— Proposed Addition or Alteration of Street Plan; XXX Proposed Portion to Remove from Street Plan

**MAP 3**



**MAP 4**

## **CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:**

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

**1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;**

The proposed amendments seek to adopt the street plan changes recommended by the Southern Gateway Corridor Study.

**2. The proposed amendment is in response to changes in state law;**

*n/a*

**3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;**

The proposed amendments enhance overall connectivity, eliminate gaps in the street system, and provide higher street network density that will increase the accessibility of nearby land uses and improve mobility options. The proposed street connections enhance not just vehicular connectivity but also pedestrian and bicycle connectivity within and to surrounding areas, to transit, and to Downtown. Realignment of major gateway corridor streamlines traffic circulation while unleashing development potential for a number of underutilized and vacant parcels. The proposed transit oriented corridor along Wilmington Street aligns with the Wake County Transit Plan and helps promote the city's goal of enhancing transit alternatives to the automobile.

**4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;**

The proposed amendments are consistent with the following relevant Comprehensive Plan and area plan policies:

**Policy LU 2.1 - Placemaking**

Development within Raleigh's jurisdiction should strive to create places, streets, and spaces that in aggregate meet the needs of people at all stages of life, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity, and maintain or improve local character.

**Policy LU 2.5 Healthy Communities**

New development, redevelopment, and infrastructure investment should strive to promote healthy communities and active lifestyles by providing or encouraging enhanced bicycle and pedestrian circulation, access, and safety along roads near areas of employment, schools, libraries, and parks.

**Policy LU 4.1 Coordinate Transportation Investments with Land Use**

Ensure that transportation decisions, strategies, and investments are coordinated with and support the City's land use objectives.

**Policy LU 4.2 Transportation in Support of Walkable Neighborhoods**

Make the design and scale of transportation facilities compatible with planned land uses and with consideration for the character anticipated by this Comprehensive Plan for the surrounding neighborhood.

**Policy LU 4.3 Directing Transportation Investments**

Target transportation facilities, services, and investments to promote and accommodate the growth this Comprehensive Plan anticipates in mixed-use centers, commercial corridors, and residential neighborhoods while reducing reliance on single occupancy vehicles.

**Policy LU 4.9 Corridor Development**

Promote pedestrian-friendly and transit supportive development patterns along multi-modal corridors designated on the Growth Framework Map, and any corridor programmed for "transit intensive" investments such as reduced headways, consolidated stops, and bus priority lanes and signals.

**Policy T 1.1 Coordination with Land Use Map**

Transportation planning, development, expansion, and investment in transportation facilities should be coordinated with the Future Land Use Map.

**Policy T 1.2 Right-of-Way Reservation**

Support the early identification and acquisition of land for future transportation corridors through land use planning and development permitting.

**Policy T 1.3 Multi-modal Transportation Design**

Offer residents safe and attractive choices among modes including pedestrian walkways, bikeways, public transportation, roadways, railways, and aviation. The street patterns of newly developed areas should provide multi-modal transportation alternatives for access to and circulation between adjacent neighborhoods, parks, shopping centers, and employment areas.

**Policy T 1.4 Increasing Mobility Choice**

Diversify the mobility choices for work trips by targeting transit investments along corridors that connect concentrations of office, retail, and residential uses.

**Policy T 2.1 Integration of Travel Modes**

Promote and develop an integrated, multimodal transportation system that offers safe and attractive choices among modes including pedestrian walkways, bikeways, public transportation, roadways, railways, and aviation.

**Policy T 2.2 Defining Future Rights-of-Way**



As resources permit, move from "conceptual" routes for future streets to more specifically mapped future rights-of-way, backed by engineering studies. Mapping streets also determines where to install water and sewer infrastructure and reduces the need for easements across private property.

**Policy T 2.4 Road Connectivity**

The use of cul-de-sacs and dead-end streets should be minimized.

**Policy T 2.8 Access Management Strategies**

Appropriate access management strategies (i.e. location and spacing of permitted driveways) should be applied based on a roadway's functional characteristics, surrounding land uses, and the roadway's users.

**Policy T 2.12 Interjurisdictional Transportation Planning**

Continue to work with regional planning partners and local transportation agencies to coordinate transportation planning, operations, and funding priorities and to identify existing and future transportation corridors that should be linked across jurisdictional boundaries so that sufficient right-of-way may be preserved.

**Policy T 2.16 Assessing Changes in Road Design**

Subject all proposed changes to the treatment of existing vehicular rights-of-way, such as changes to the number and type of travel lanes, to a study prior to implementation to determine the impacts on the larger network and the level of service of all relevant modes.

**Policy T 2.17 Bridge Improvements**

Coordinate with NCDOT for bridge monitoring, maintenance, and rehabilitation. Bridge improvements should be considered when roadway investments are being pursued.

**Policy T 3.2 Accommodating Multiple Users**

Ensure that all new roadway projects and major reconstruction projects provide appropriate and adequate right-of-way for safe and convenient movement for all users including bicyclists, pedestrians, transit riders, and motorists. Manage the use of rights-of-way to best serve future travel demand (e.g., Multimodal Streets—incorporate wider sidewalks where appropriate).

**Policy T 4.1 Promoting Transit**

Promote and support quality transit services to enhance mobility options and to meet the needs of the City's residents and visitors, with a focus on transit-dependent households.

**Policy T 4.3 Fixed Guideway Priorities**

Prioritize fixed-guideway transit investments in corridors with the greatest potential to attract riders and shape development and redevelopment.

**Policy T 4.4 R.O.W. Reservation for Transit**

Preserve right-of-way for future transit and require that new development and redevelopment provide transit easements for planned alignments, rail stations, and bus

stops within existing and planned transit corridors as identified in the Regional Transit Vision Plan.

**Policy T 4.15 Enhanced Rider Amenities**

Promote the use of transit facilities and services through enhanced pedestrian access and provisions for seating, shelter, and amenities.

**Policy T 5.1 Enhancing Bike/Pedestrian Circulation**

Enhance pedestrian and bicycle circulation, access, and safety along corridors, downtown, in activity and employment centers, at densely developed areas and transit stations, and near schools, libraries, and parks.

**Policy T 5.2 Incorporating Bicycle and Pedestrian Improvements**

All new developments, roadway reconstruction projects, and roadway resurfacing projects in the City of Raleigh's jurisdiction should include appropriate bicycle facilities as indicated in the Recommended Bicycle Network of the 2008 City of Raleigh Bicycle Transportation Plan.

**Policy T 5.3 Bicycle and Pedestrian Mobility**

Maintain and construct safe and convenient pedestrian and bicycle facilities that are universally accessible, adequately illuminated, and properly designed to reduce conflicts among motor vehicles, bicycles, and pedestrians.

**Policy T 5.4 Pedestrian and Bicycle Network Connectivity**

Continuous pedestrian and bicycle networks should be provided within and between existing and new developments to facilitate safe and convenient pedestrian and bicycle travel free of major barriers and impediments such as cul-de-sacs and large parking lots.

**Policy T 5.6 Bridges, Underpasses, and Interchanges**

Pedestrians and bicyclists shall be accommodated on roadway bridges, underpasses, and interchanges (except on roadways where they are prohibited by law). Bicycle lanes and wide sidewalks should be included on all new bridges and underpasses (requires NCDOT coordination on statemaintained roads).

**Policy T 5.9 Pedestrian Networks**

New subdivisions and large-scale developments should include safe pedestrian walkways or multi-use paths that provide direct links between roadways and major destinations such as transit stops, schools, parks, and shopping centers.

**Policy T 5.11 New Bike Routes**

Convert underused right-of-way along travel lanes and railroad corridors to bikeways or widen outside lanes wherever possible and desirable.

**Policy T 7.1 Safety Improvements**

Work with all parties necessary to improve the multi-modal transportation system so that safe routes for motorists, transit riders, bicycles, and pedestrians are provided.

**Policy T 7.2 Traffic Calming**

Incorporate traffic calming techniques and treatments into the design of new or retrofitted local and neighborhood streets, as well as within school, park, and pedestrian-oriented business areas, to emphasize lower auto speeds, encourage bicycling and walking, and provide pedestrians with a convenient, well-marked, and safe means to cross streets.

**Policy ED 1.1 Corridor Revitalization**

Stimulate the revitalization and redevelopment of Raleigh's aging commercial corridors and centers through the use of targeted economic development programs, zoning, land use regulations, public investments in infrastructure, and incentives.

**Policy ED 1.3 Gateway Reinvestment**

Focus reinvestment efforts on those commercial areas that also serve as key gateways to the city and downtown, such as Capital Boulevard, New Bern Avenue, and South Saunders Street.

**Policy ED 3.13 Transit and Economic Growth**

Provide high-quality transit service as a basic and necessary component of the region's transportation system in an increasingly competitive arena for attracting employers, linking businesses to workers, and maintaining a high quality of life.

**Policy ED 5.2 Creating Investment Opportunities**

In areas needing reinvestment and revitalization, create investment opportunities for new housing and employment through land assemblage incentives, site preparation, and public infrastructure improvements.

**Policy RC 1.1 Regional Transit Planning**

Work with other regional jurisdictions and stakeholders to improve regional transit, including regional rail, through coordinated land use and transportation planning, investment in transit infrastructure, and alternative funding methods.

**Policy RC 1.5 Reducing Regional VMT**

Support efforts to reduce traffic congestion and decrease vehicle miles traveled through cross-jurisdictional transit-oriented design and transportation planning programs.

**Policy RC 1.6 Pedestrian and Bicycle Links**

Expand regional accessibility and linkages for pedestrians and bicyclists.

**Policy IM 4.2 Area Study Content and Intent**

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a

result of the findings of the area-specific plans, Comprehensive Plan amendments to the plan's text or maps should be introduced to ensure internal consistency for the areas involved.

**5. The impact the proposed amendment has with regard to:**

- A. Established property or proposed development in the vicinity of the proposed amendment;**
- B. Existing or future land use patterns;**
- C. Existing or planned public services and facilities;**  
The proposed amendments recommending BRT improvements along Wilmington Street aligns with the recently adopted Wake County Transit plan.
- D. Existing or planned roadways;**
- E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;**
- F. Other policies of the Comprehensive Plan.**

**Policy LU 4.5 - Connectivity**

New development and redevelopment should provide pedestrian and vehicular connectivity between individual development sites to provide alternative means of access along corridors.

**Policy T 2.3 - Eliminating Gaps**

Eliminate "gaps" in the roadway system and provide a higher roadway grid density that will increase mobility options and promote the accessibility of nearby land uses.

**Policy T 2.6 - Preserving the Grid**

Existing street grid networks should be preserved and extended where feasible and appropriate to increase overall connectivity.

**STAFF RECOMMENDATION:**

Approval based on the above list of considerations for the Planning and Development Officer's review.

**STAFF COORDINATORS:**

Jason S. Myers, AICP, 919-996-2166, [jason.myers@raleighnc.gov](mailto:jason.myers@raleighnc.gov)

Dhanya P. Sandeep, AICP 919-996-2659, [dhanya.sandeep@raleighnc.gov](mailto:dhanya.sandeep@raleighnc.gov)



## Staff Report – CP-4B-16

# Comprehensive Plan Amendment

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### Area Plan 17.1 Southern Gateway Corridor

This is a city-initiated amendment to the 2030 Comprehensive Plan to incorporate a new area plan. The proposed amendment would create new area plan titled **17.1 Southern Gateway Corridor**. The policies and actions presented in this section are intended to implement the recommendations of the Southern Gateway Corridor Study report. The complete corridor study plan document can be found on the City's website.

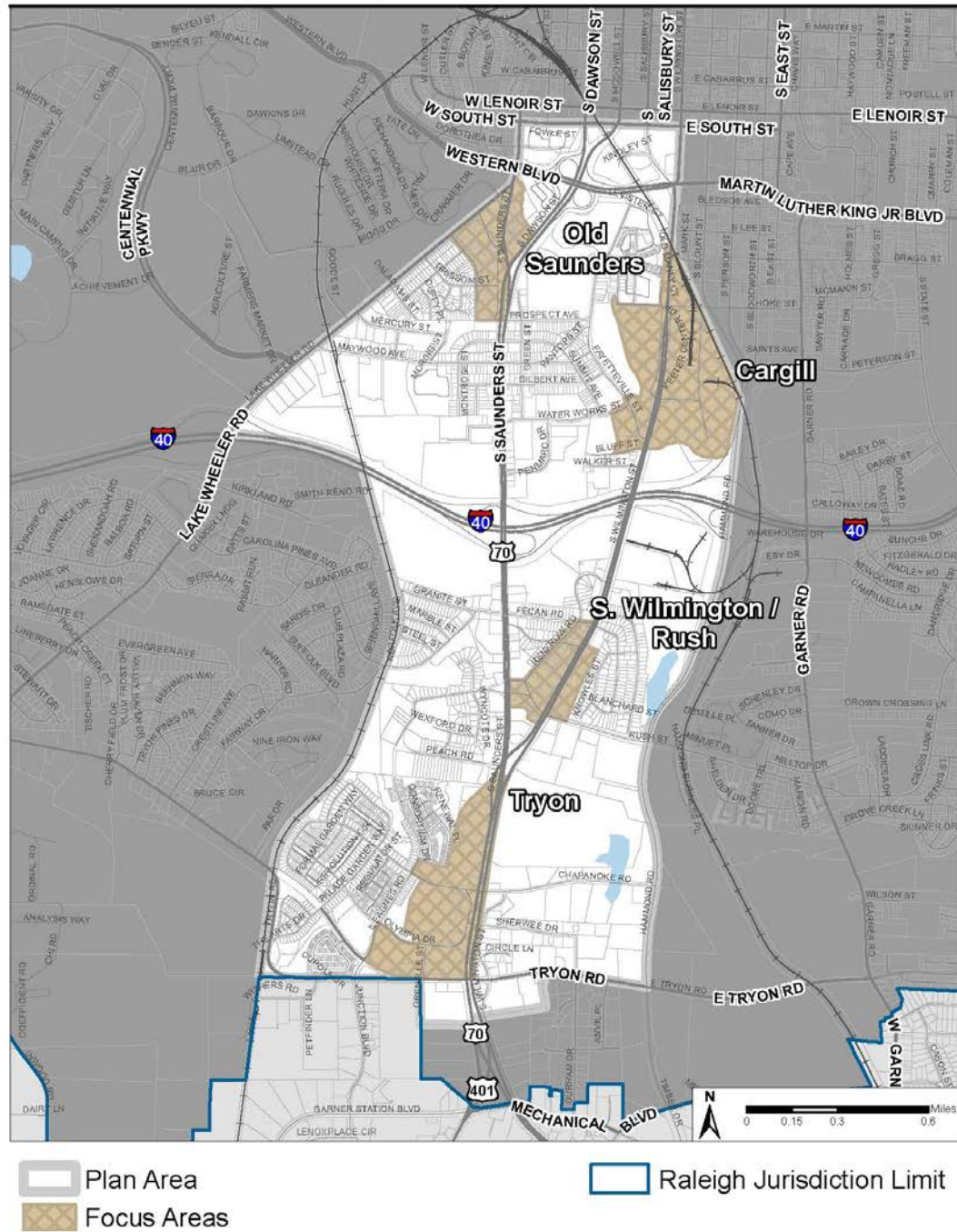
The new area plan section would be as follows:

#### 17.1 Southern Gateway Corridor

This corridor plan addresses the area shown in Map AP-SG1. The Plan area encompasses a large land area, extending south from downtown Raleigh at MLK Boulevard to the intersection of S. Wilmington and Tryon Road, and from Lake Wheeler Road east to Hammond Road. S. Wilmington Street is designated as a multi-modal corridor in the City's growth framework map while both the gateway corridors north of I-40 falls within the Downtown Regional Center designation. Most of the project area falls within the city's targeted economic development area with the exception of the area to the east of S. Saunders between Pecan Road and Tryon Road.

This area of Raleigh includes or borders several distinct neighborhoods; however, the major corridors serve to divide these neighborhoods, and the adjacent land uses along these gateway corridors into downtown lack a cohesive character and identity. There are many vacant, deteriorated, and/or underutilized sites and buildings that contribute to the negative character and perception of this area. Therefore, the planning goals of this area are to implement improvements, generate strategies for connectivity, identify infrastructure investments, implement public realm improvements, and protect natural resources in order to support growth and reinvestment.

## AP-SG1: Southern Gateway Plan Area



## **Overall Plan Area**

The following policies generally apply to the overall plan area and help identify some of the major themes addressed in the area plan.

### **Policy AP-SG-1 Targeted Investments**

Concentrate public infrastructure investments and redevelopment priorities into the four key focus areas locations at S. Saunders, Cargill, S. Wilmington/Rush Street, and Tryon Center. Promote a mix of residential, office, and retail uses adjacent to established neighborhoods.

### **Policy AP-SG-2 S. Wilmington Street Transit Corridor**

Reposition S. Wilmington Street into a complete street extending all the way to Tryon Road that maintains two lanes for vehicle traffic and establishes separated bicycle facility, and dedicated transit lanes for Bus Rapid Transit.

### **Policy AP-SG-3 Improve Connectivity**

Enhance connectivity throughout the district with improved intersections, additional sidewalks, shared-use trails, and on-road bike facilities, to link neighborhoods to each other, as well as to the redesigned S. Wilmington Street.

### **Policy AP-SG-4 Redevelopment with Public Private Partnerships**

Seek opportunities for public-private partnerships to catalyze major redevelopment projects identified within the southern gateway plan district with supporting infrastructure investments.

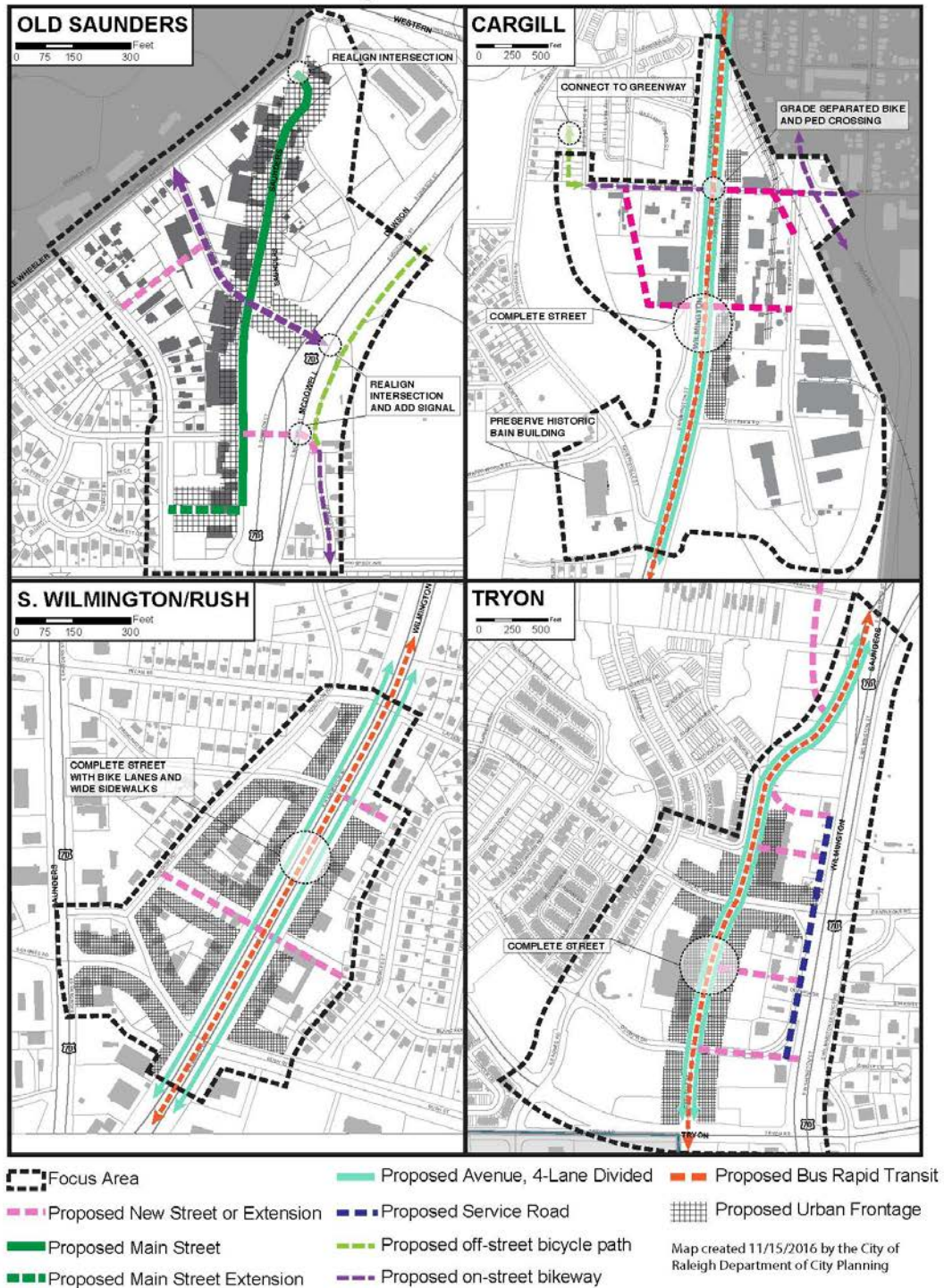
### **Policy AP-SG-5 Improve Greenway Trail Connections**

New development within the district should link to and extend the greenway trail system that links areas south of I-40 to each other and to downtown, Dorothea Dix Park, and the State Farmers Market. Improve connections to the Capital Area Greenway System with the incorporation of green infrastructure.

Four target locations, each with its own scale and character, are identified as key focus areas with opportunities for development as identified in Map AP-SG2. Each focus area can take various physical forms in scale, complexity, and architectural style depending on their location and context.



## AP-SG2: Southern Gateway Focus Areas





## **Old Saunders Focus Area**

This focus area hinges on the realignment of S. Saunders Street between Maywood Avenue and Martin Luther King Jr. Boulevard. The development concept for the Old Saunders focus area is to capitalize on the new open space created by the realignment of streets to improve redevelopment options, create a main street, a plaza/event space, and create space for start-up businesses in the Caraleigh / Old Saunders warehouse district. Old Saunders district will borrow compatible character and scale of the existing warehouses and adjacent historic neighborhoods. A special "makers" district with entrepreneurial startup businesses would encourage new investment in this area. Special consideration should be given to protect and complement the historic character of the adjacent Caraleigh neighborhood. Redevelopment along Lake Wheeler Road should be reevaluated as part of the Dorothea Dix Master Park and Downtown Plan implementation.

### **Policy AP-SG-6 Warehouse Adaptive Reuse**

Encourage the reuse of warehouse and raw spaces in the Caraleigh/Saunders focus area to attract small businesses in the emerging "maker" industry. It would be advantageous for these businesses, such as tech shops, brewers, alternative/indoor farming, to be located close to downtown to build new businesses and a community.

### **Policy AP-SG-7 Preserving the Historic Character**

New development and redevelopment should borrow design cues from the existing warehouses and complement the historic character of the adjacent neighborhoods such as Caraleigh.

### **Policy AP-SG-8 Main Street Character of S. Saunders**

New buildings and additions along old S. Saunders Street should use an urban approach to frontage, and placed close to the street with no parking between the lot line and building facade. Ground floor retail should create a retail-serving Main Street that can capitalize on traffic generated by a destination park on Dix Hill.

### **Policy AP-SG-9 Redevelopment between Old S. Saunders and S.Dawson Streets**

Developable parcels between Old S. Saunders Street and S.Dawson Street (southbound) should support a mix of office and service uses framing a welcoming gateway to downtown Raleigh.

### **Policy AP-SG-10 Redevelopment of Lake Wheeler Road**

Development along Lake Wheeler Road should create an attractive and prominent edge to Dorothea Dix Park. Higher densities will capture value from the park and put more users within close proximity.

## **Cargill Focus Area**

Bound by S. Wilmington Street, Hammond Road and I-40, access to the Cargill site is limited by railroad tracks, streams, terrain, and driveway connectivity constraints. Successful redevelopment will require significant access improvements, especially for pedestrians, bicycles, and transit. Cargill represents a long-term opportunity for mixed use, primarily office, but could include light warehouse, residential, a special single use or a special civic use. Its close proximity to the downtown core represents a unique opportunity to provide quality office space at rates less costly than downtown.

While development may be many years out, this site represents one of the last few major redevelopment areas within the downtown catchment. Much of the private property is currently in industrial use by Cargill and in warehouse use by commercial businesses. The City of Raleigh has operational uses on significant parcels in the land area.

### **Policy AP-SG-11 Redevelopment of Cargill Site**

Encourage relocation of industrial uses in the Cargill focus area to support a compatible mix of urban office and housing uses. New housing can bridge the gap and provide much needed context for a transformation of the housing in the area.

**Policy AP-SG-12 Land Uses**

Encourage mixed-uses, primarily office uses that could include light warehouse, high density residential, a special single use or a special civic use in the mixed use area to the east of the proposed S. Wilmington transit corridor.

**S. Wilmington / Rush Focus Area**

The recommended transportation improvement with the greatest potential for catalyzing redevelopment of the S. Wilmington Street Focus Area is the conversion of S. Wilmington Street to a major transit corridor with greatly enhanced bicycle and pedestrian facilities and connections. This focus area will transform the intersections of Rush and Pecan with S. Wilmington Streets to create a vibrant core, linking several isolated communities and breathing new life into this part of the study area. The strategy for this area focuses on mixed income housing and local service retail.

**Policy AP-SG-13 Wilmington/Rush TOD Neighborhood**

New development in the S. Wilmington / Rush Street Focus Area should include a mix of land uses, heights, and urban frontages needed to support a new transit station in the vicinity of Pecan Road and Rush Street. Mixed-income housing is encouraged and should be pursued in this area. The development pattern should emphasize walkability.

**Tryon Focus Area**

The Tryon focus area will continue to serve the large number of commuters passing by each day, while creating a commercial gathering place for the Renaissance Park community. The Tryon focus area enjoys the most dynamic retail environment within the corridor, with a thriving ethnic business cluster. A development strategy embraces a more robust commercial and mix of uses. The most critical element of this approach is the extension of S. Wilmington Street on new alignment south to Tryon Road. This facility would cross S. Saunders Street at the existing flyover location, continuing southward on the western side. Not only does this new facility separate local traffic from US 70/401, it also provides an alternate route for northwest Garner traffic. The conversion of S. Wilmington Street to a dedicated transit corridor with enhanced bicycle and pedestrian facilities provides yet another option for reducing traffic on US 70/401.

**Policy AP-SG-14 Renaissance Park Hub**

The Renaissance Park area should serve as a southern hub for the S. Wilmington Street transformation at Tryon Road. New retail development will serve commuters and residents alike, along with a potential mix of office and institutional uses.

**Policy AP-SG-15 S. Wilmington Extension as Central Spine**

Extend S. Wilmington Street as a central spine for new mixed-use, commercial, and transit oriented development. A fresh mix of retail, office, and apartments could complete the Renaissance Park development with a bustling town center, replete with services, shops, and a viable transit hub including a park-and-ride facility.

**Policy AP-SG-16 Hammond Road Alternative**

Hammond Road, which becomes Timber Drive in Garner, carries far less traffic than its capacity. Support NCDOT plans to convert the intersection of Timber Drive and US 70 to an interchange to reduce recurring delay at this location, and use wayfinding to encourage use of Hammond Road as a convenient alternative to S. Saunders Street.

**Policy AP-SG-17 Connection to Garner**

Develop a major transit hub and supporting connecting infrastructure with the conversion of the flyover to facilitate the S. Wilmington Street Extension to Tryon Road, and potentially to Garner Station Boulevard.

**Policy AP-SG-18 Enhance Overall Connectivity**

Create a more robust street network providing alternate routes and reducing the need for short or east-west trips to use US 401. Bicycle and pedestrian options would also be improved and more efficient transit routing and access provided.

**CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:**

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

**1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;**

The proposed amendments reflect new planning and design recommendations of the Southern Gateway Corridor Plan focused on S. Saunders and S. Wilmington Streets, Raleigh's main southern gateway corridors providing connection into Raleigh.

**2. The proposed amendment is in response to changes in state law;**

*n/a*

**3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;**

The amendment helps further the overall growth objectives of the Comprehensive Plan, including directing growth to designated growth centers and multi-modal corridors, orienting development towards proposed transit investments, and promoting sustainable development patterns.

**4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;**

The proposed amendment is consistent with the following relevant current Comprehensive Plan and area plan policies:

**Policy IM 4.1 Area Planning Studies**

Prepare area-specific planning studies for parts of the City where detailed direction or standards are needed to guide land use, economic development, transportation, urban design, and other future physical planning and public investment decisions. The focus should be on areas or corridors that offer opportunities for revitalization or new residential, commercial, and mixed-use development and redevelopment, areas with challenges or characteristics requiring place-specific planning actions and public interventions, and areas designated "special study area" on the Future Land Use Map.

**Policy IM 4.2 Area Study Content and Intent**

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space

improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a result of the findings of the area-specific plans, Comprehensive Plan amendments to the plan's text or maps should be introduced to ensure internal consistency for the areas involved.

**Policy LU 2.1 Placemaking**

Development within Raleigh's jurisdiction should strive to create places, streets, and spaces that in aggregate meet the needs of people at all stages of life, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity, and maintain or improve local character.

**Policy LU 2.2 Compact Development**

New development and redevelopment should use a more compact land use pattern to support the efficient provision of public services, improve the performance of transportation networks, preserve open space, and reduce the negative impacts of low intensity and non-contiguous development.

**Policy T 2.6 Preserving the Grid**

Existing street grid networks should be preserved and extended where feasible and appropriate to increase overall connectivity.

**Policy LU 2.5 Healthy Communities**

New development, redevelopment, and infrastructure investment should strive to promote healthy communities and active lifestyles by providing or encouraging enhanced bicycle and pedestrian circulation, access, and safety along roads near areas of employment, schools, libraries, and parks.

**Policy LU 4.2 Transportation in Support of Walkable Neighborhoods**

Make the design and scale of transportation facilities compatible with planned land uses and with consideration for the character anticipated by this Comprehensive Plan for the surrounding neighborhood.

**Policy LU 4.5 Connectivity**

New development and redevelopment should provide pedestrian and vehicular connectivity between individual development sites to provide alternative means of access along corridors.

**Policy LU 4.6 Transit-Oriented Development**

Promote transit-oriented development around planned transit stations through appropriate development regulation, education, station area planning, public-private partnerships, and regional cooperation.

**Policy LU 4.7 Capitalizing on Transit Access**

Sites within a half-mile of planned and proposed fixed guideway transit stations should be developed with intense residential and mixed-uses to take full advantage of and support the City and region's investment in transit infrastructure.

**Policy LU 4.8 Station Area Land Uses**

Complementary mixed-uses, including multifamily residential, offices, retail, civic, and entertainment uses, should be located within transit station areas.

**Policy LU 4.9 Corridor Development**

Promote pedestrian-friendly and transit supportive development patterns along multi-modal corridors designated on the Growth Framework Map, and any corridor

programmed for “transit intensive” investments such as reduced headways, consolidated stops, and bus priority lanes and signals.

**Policy LU 6.1 Composition of Mixed-Use Centers**

Mixed-use centers should be comprised of well-mixed and integrated developments that avoid segregated uses and have well planned public spaces that bring people together and provide opportunities for active living and interaction.

**Policy LU 6.2 Complementary Uses and Urban Vitality**

A complementary integration and mixture of land uses should be provided within all growth centers and mixed-use centers and developments to maintain the City’s livability, manage future growth, and provide walkable and transit accessible destinations. Areas designated for mixed-use development in the Comprehensive Plan should be zoned consistent with this policy.

**Policy LU 6.3 Mixed-Use and Multi-Modal Transportation**

Promote the development of mixed-use activity centers with multi-modal transportation connections to provide convenient and accessible residential and employment areas.

**Policy LU 7.1 Encouraging Nodal Development**

Discourage auto-oriented commercial “strip” development and instead encourage pedestrian-oriented “nodes” of commercial development at key locations along major corridors. Zoning and design standards should ensure that the height, mass, and scale of development within nodes respects the integrity and character of surrounding residential areas and does not unreasonably impact them.

**Policy LU 7.4 Scale and Design of New Commercial Uses**

New uses within commercial districts should be developed at a height, mass, scale, and design that is appropriate and compatible with surrounding areas.

**Policy LU 7.6 Pedestrian-Friendly Development**

New commercial developments and redeveloped commercial areas should be pedestrian-friendly.

**Policy LU 8.1 Housing Variety**

Accommodate growth in newly developing areas of the City through mixed-use neighborhoods with a variety of housing types.

**Policy LU 8.3 Conserving, Enhancing, and Revitalizing Neighborhoods**

Recognize the importance of balancing the need to increase the housing supply and expand neighborhood commerce with the parallel need to protect neighborhood character, preserve historic resources, and restore the environment.

**Policy LU 10.1 Mixed-Use Retail**

Encourage new retail development in mixed use developments.

**Policy LU 10.6 Retail Nodes**

Retail uses should concentrate in mixed use centers and should not spread along major streets in a linear “strip” pattern unless ancillary to office or high-density residential use.

**Policy T 1.3 Multi-modal Transportation Design**

Offer residents safe and attractive choices among modes including pedestrian walkways, bikeways, public transportation, roadways, railways, and aviation. The street patterns of newly developed areas should provide multi-modal transportation alternatives for access to and circulation between adjacent neighborhoods, parks, shopping centers, and

employment areas.

**Policy T 1.4 Increasing Mobility Choice**

Diversify the mobility choices for work trips by targeting transit investments along corridors that connect concentrations of office, retail, and residential uses.

**Policy T 2.6 Preserving the Grid**

Existing street grid networks should be preserved and extended where feasible and appropriate to increase overall connectivity.

**Policy T 2.17 Bridge Improvements**

Coordinate with NCDOT for bridge monitoring, maintenance, and rehabilitation. Bridge improvements should be considered when roadway investments are being pursued.

**Policy T 3.1 Complete Street Implementation**

For all street projects and improvements affecting the public right-of way, consider and incorporate Complete Street principles and design standards that provide mobility for all types of transportation modes (pedestrian, bicycle, auto, transit, freight) and support mutually-reinforcing land use and transportation decisions. Work with NCDOT to implement these design standards for state maintained roads within the City's jurisdiction.

**Policy T 4.1 Promoting Transit**

Promote and support quality transit services to enhance mobility options and to meet the needs of the City's residents and visitors, with a focus on transit-dependent households.

**Policy T 4.3 Fixed Guideway Priorities**

Prioritize fixed-guideway transit investments in corridors with the greatest potential to attract riders and shape development and redevelopment.

**Policy T 5.1 Enhancing Bike/Pedestrian Circulation**

Enhance pedestrian and bicycle circulation, access, and safety along corridors, downtown, in activity and employment centers, at densely developed areas and transit stations, and near schools, libraries, and parks.

**Policy T 5.3 Bicycle and Pedestrian Mobility**

Maintain and construct safe and convenient pedestrian and bicycle facilities that are universally accessible, adequately illuminated, and properly designed to reduce conflicts among motor vehicles, bicycles, and pedestrians.

**Policy T 5.6 Bridges, Underpasses, and Interchanges**

Pedestrians and bicyclists shall be accommodated on roadway bridges, underpasses, and interchanges (except on roadways where they are prohibited by law). Bicycle lanes and wide sidewalks should be included on all new bridges and underpasses (requires NCDOT coordination on state maintained roads).

**Policy T 5.7 Capital Area Greenway**

Treat the Capital Area Greenway Trail system as part of the City's transportation network for bicycles and pedestrians and plan connections to the system accordingly.

**Policy T 5.11 New Bike Routes**

Convert underused right-of-way along travel lanes and railroad corridors to bikeways or widen outside lanes wherever possible and desirable.

**5. The impact the proposed amendment has with regard to:**

- A. Established property or proposed development in the vicinity of the proposed amendment;**
- B. Existing or future land use patterns;**
- C. Existing or planned public services and facilities;**
- D. Existing or planned roadways;**
- E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;**
- F. Other policies of the Comprehensive Plan.**

**STAFF RECOMMENDATION:**

Approval based on the above list of considerations for the Planning and Development Officer's review.

**STAFF COORDINATOR:**

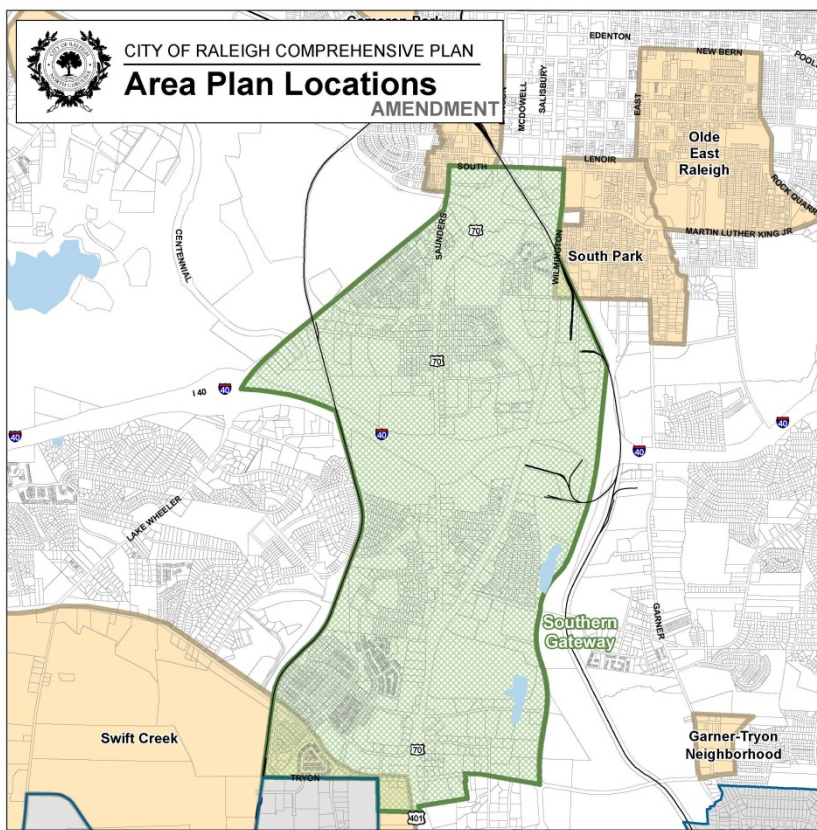
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## Staff Report – CP-4C-16

### Comprehensive Plan Amendment

### Map AP-1 Area Plan Locations Amendment

This is a city-initiated amendment to the Map AP-1 Area Plans Locations, a section within the 2030 Comprehensive Plan. The proposed amendment would add the corridor plan boundary of the new area plan 17.1 Southern Gateway Corridor to Map AP-1.



MAP AP-1 Amendment

Area Plans

Area Plan Added

Raleigh Jurisdictional Limit



0 0.1 0.2 0.4 Miles

Map created 9/12/2016 by the City of Raleigh  
Department of City Planning



## **CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:**

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

**1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;**

The proposed amendment ensures internal consistency and accuracy between all 2030 Comprehensive Plan maps.

**2. The proposed amendment is in response to changes in state law;**

*n/a*

**3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;**

*n/a*

**4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;**

The proposed amendment is consistent with the following relevant Comprehensive Plan and area plan policies:

**Policy IM 4.1 Area Planning Studies**

Prepare area-specific planning studies for parts of the City where detailed direction or standards are needed to guide land use, economic development, transportation, urban design, and other future physical planning and public investment decisions. The focus should be on areas or corridors that offer opportunities for revitalization or new residential, commercial, and mixed-use development and redevelopment, areas with challenges or characteristics requiring place-specific planning actions and public interventions, and areas designated "special study area" on the Future Land Use Map.

**Policy IM 4.2 Area Study Content and Intent**

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a result of the findings of the area-specific plans, Comprehensive Plan amendments to the plan's text or maps should be introduced to ensure internal consistency for the areas involved.

**5. The impact the proposed amendment has with regard to:**

- A. Established property or proposed development in the vicinity of the proposed amendment;**
- B. Existing or future land use patterns;**
- C. Existing or planned public services and facilities;**
- D. Existing or planned roadways;**  
The proposed Southern Gateway Corridor plan boundary, upon adoption, will provide area specific guidance including roadway and street connections that are recommended through the Southern Gateway Corridor study. The associated roadway improvements will be adopted through a separate public hearing process.
- E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;**
- F. Other policies of the Comprehensive Plan.**

The proposed amendment has no impacts with regard to A-C, E and F.

**STAFF RECOMMENDATION:**

Approval based on the above list of considerations for the Planning and Development Officer's review.

**STAFF COORDINATOR:**

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